

## TEMPORARY SUSPENSION OF IMMIGRATION.

---

DECEMBER 6, 1920.—Committed to the Committee of the Whole House on the state of the Union and ordered to be printed.

---

Mr. JOHNSON of Washington, from the Committee on Immigration and Naturalization, submitted the following

### REPORT.

[To accompany H. R. 14461.]

The Committee on Immigration and Naturalization reports H. R. 14461, a bill for the temporary suspension of immigration, and recommends its passage.

#### SIMILAR BILLS.

During the third session of the Sixty-fifth Congress (Dec. 1, 1918, to Mar. 4, 1919), the Committee on Immigration and Naturalization gave thorough consideration to the question of immigration restriction. Several bills were introduced and extended hearings were held. The then chairman of this committee, the late Hon. John L. Burnett, introduced a bill, H. R. 15302, which was reported favorably by the committee January 29, 1919. This bill provided for the prohibition of immigration for a period of four years. The committee was practically unanimously in favor of such a prohibition, and at that time it was thought such a bill could be passed if time for its consideration could be given on the floor of the House. But the House calendars were so congested that the bill did not receive a hearing and therefore failed of enactment.

During the Sixty-sixth Congress, first and second sessions, May 19, 1919, to June 5, 1920, a number of bills providing for prohibitions of immigration for terms of years were introduced. These bills are as follows:

H. R. 61, introduced by Mr. Lufkin May 19, 1919, provided for a prohibition of immigration for four years.

H. R. 563, introduced by Mr. Johnson of Washington May 19, 1919, provided for a temporary suspension of immigration for two years.

H. R. 1107, introduced by Mr. Raker May 20, 1919, provided for a prohibition of immigration for four years.

H. R. 5645, introduced by Mr. Aswell June 12, 1919, provided for a prohibition of immigration for three years.

H. R. 8562, introduced by Mr. Johnson of Washington August 20, 1919, provided for a temporary suspension of immigration for two years.

H. R. 10155, introduced by Mr. Crisp October 24, 1919, to suspend all immigration until January 1, 1930.

H. R. 12320, introduced by Mr. Johnson of Washington February 4, 1920, provided for a temporary suspension of immigration for two years.

H. R. 12487, introduced by Mr. Steagall February 12, 1920, to suspend immigration to the United States until January 1, 1930.

Bills having in view a suspension followed by new plans for the regulation of immigration, or for new methods for the admission of aliens, were introduced as follows:

H. R. 14135, by Mr. Siegel May 19, 1920, to amend the immigration act so as to admit alien agricultural laborers and illiterate alien domestic servants, etc.

H. R. 14196, by Mr. Welty, May 22, 1920, to create an immigration board and to provide for the regulation of immigration, etc.

H. R. 10837, by Mr. Nicholls, of South Carolina, December 3, 1919, to regulate immigration on a percentage basis.

In addition, numerous naturalization bills have been introduced which contain various immigration suspension or regulatory paragraphs.

The three bills offered by Mr. Johnson of Washington, above mentioned, provided in addition to the two-year suspension clauses various plans for the regulation of immigration in the future.

The bill now presented by the committee, H. R. 14461, is an abridgment of H. R. 12320, introduced by Mr. Johnson February 4, 1920. The abridgment eliminates all plans for the future regulation of immigration. The bill provides for a two-year suspension, with certain exemptions, which are described in detail in this report.

Should this suspension bill become a law, opportunity will be afforded for careful consideration of measures proposing various plans for future regulation of immigration.

#### FIRST SUSPENSION BILL.

Since Mr. Burnett's bill (H. R. 15302, 65th Cong.) was reported, January 29, 1919, almost two years have passed. The flood of immigration which was expected when Mr. Burnett's bill was under consideration did not set in until the summer of 1920. This committee is informed that, had steamship accommodations been available, this flood of immigration would have set in more than a year ago. But steamship accommodations were not available, due to the necessities of demobilization of the armies, and it was not until the spring and summer of 1920 that the real effects of unsettled conditions in Europe began to evidence themselves in a stream of emigration from European countries.

It is impossible to-day to estimate the effect which the Burnett bill would have produced had it become a law during the Sixty-fifth Congress. But of this much we can be certain: That countless numbers of persons now coming to the United States would not have

left their homes in Europe during the past year. Half of the four-year suspension period proposed in the Burnett bill has elapsed. The flow of immigration to the United States is now on in full flood. The need for restrictive legislation is apparent. The accommodations at Ellis Island are not sufficient for the avalanche of new arrivals; larger cities have not houses for them; work can not be found for them; and, further, the bulk of the newer arrivals are of the dependent rather than the working class.

Under special permission granted by the House in House resolution 379, this committee, and its members personally, have had exceptional opportunities to study closely at various points in the United States the situation and to secure direct information.

Recent investigations made by the House of Representatives Committee on Immigration and Naturalization disclosed that the great rush of immigration began in July of this year. The rapidity with which the immigrant tide is rising is shown by the following figures of immigration at Ellis Island:

July, 1920.....	55,900
August.....	57,874
September.....	70,052
October.....	74,665

Departures in September were 35,689, and in October were 25,597.

That November and December immigration will greatly exceed these figures is shown by the following tabulation of steerage arrivals during three days in November and December, as follows:

City.	Steamship.	Arrived at New York.	Steerage.
Antwerp.....	Lapland.....	Nov. 29, 1920	1,345
Goteborg.....	Stockholm.....	do.....	711
Copenhagen.....	United States.....	Nov. 30, 1920	615
Bergen.....	Stavangerfjord.....	do.....	600
Naples.....	Duc de Abbruzzi.....	Dec. 1, 1920	1,335
Palermo.....	Providence.....	do.....	1,770
Do.....	Dante Alligieri.....	do.....	1,658
La Harve.....	Rochambeau.....	do.....	1,400
Do.....	Argentine.....	do.....	949
Total.....			10,383

<sup>1</sup> The reports gave these figures. The purser of the steamship Providence gave the immigrant arrivals on that vessel as 1,931.

It will be noted that these figures of arrivals since July, 1920, deal with the arrivals only at Ellis Island. The arrivals at other ports of the United States send the totals up 15 or 20 per cent.

#### AVAILABLE STATISTICS.

The only available figures for all of the ports are for the fiscal year ending June 30, 1920, which will appear officially in the report of the Commissioner General of Immigration about to be presented to the Congress by the Department of Labor. This report will show that, while immigration was slack immediately following the armistice, all signs indicate a rapid increase upon the improvement of steamship service. It will show also that the arriving immigrants are only in a moderate degree to be designated as laborers or common laborers; that the bulk of the new immigration consists of dependents.

Members of your committee, as a result of personal investigation at Ellis Island, discovered that on one Sunday, November 15, 1920, more than 16,600 aliens were either at Ellis Island or on ships in New York Harbor awaiting examination. This number included about 4,000 seamen. To make this great number of examinations there was a maximum number of 85 inspectors available. In order to follow the law exactly this pitiful number of Federal inspectors would have to examine each alien as to a passport, ability to read 30 or 40 words in his native tongue or dialect, also as to his political belief, and as to his capacity to sustain himself, as well as inquiry concerning all of the provisions of the immigration laws. Medical examinations are made by officials of the Public Health Service.

Some years ago, before the passport law and the literacy test law, 5,000 aliens could be examined in the time now needed for examination of 3,000 aliens.

Members of the committee found the new immigration at Ellis Island to consist practically of all nationalities except Orientals. It found by far the largest percentage of immigrants to be peoples of Jewish extraction. On the steamship *New Amsterdam*, sailing from Rotterdam, the committee found that 80 per cent of the steerage passengers were from Galicia, practically all of Jewish extraction. On the *New Rochelle*, arriving from Danzig, the committee estimated that more than 90 per cent were of the Semitic race. The committee is confirmed in the belief that the major portion of recent arrivals come without funds. It was apparent to the committee that a large percentage of those arriving were incapable of earning a livelihood. These are temporarily detained, causing great congestion, much delay, and pitiful distress, until relatives or others arrive to give bond that the newcomers will not become public charges.

On one day the committee found in the special inquiry room at Ellis Island, which could not conveniently accommodate 300, 1,200 people were obliged to stand and await attention in stifling atmosphere.

A visit to the room for temporary detention revealed very crowded conditions and stifling atmosphere. A frail young woman appealed to the committee to help her out of this bedlam of foreigners of all nationalities, 795 in one comparatively small room, stating that she had been waiting there, with two small children, for two days and had nearly reached the limit of her endurance.

Present difficulty in taking care of immigrants temporarily detained for special inquiry is that the case with testimony must be sent to the Secretary of Labor, then if a passport is involved it has to be referred to the Department of State by the Department of Labor.

Those detained November 16 were:

First class.....	9
Second class.....	40
Third class:	
Temporarily for own benefit.....	795
For special inquiry.....	250
Deferred action (men).....	319
Deferred action (women).....	279

The committee found that nearly all of these aliens had passports from their Governments, and visés of same from consular agents of the United States; that these immigrants believed the visé to be a guarantee that they would be admitted—also that some of the steamship lines seemed to be acting on that theory.

Social welfare work in the special inquiry section is being done by the following societies: Methodist Immigrant Girls' Home, Women's Christian Temperance Union, Irish Immigration' Society, New York Bible Society, Swedish Lutheran Immigrants' Home, Women's Home Missions, Italian Immigration Society, Hebrew Society, Young Men's Christian Association, City Mission Society, Travelers' Aid, Council Jewish Women, and Young Women's Christian Association.

Approximately 100 cases of aid and relief are disposed of daily by these organizations. The United States Government is dependent upon them in the daily effort to straighten out the human tangle jammed at the island and fighting to find loopholes and exemptions in the present immigration laws.

#### GOING TO THE CITIES.

A study of the new immigration from central Europe convinced many members of the Immigration Committee that the arriving immigrants are not those who might go to the farms; that they are not agriculturists, but mainly additional population for our principal coastal cities and congested industrial districts.

Members of the committee questioned many immigrants at Ellis Island and found that most of them were bound for cities, such as New York, Detroit, Pittsburgh, Philadelphia, Cleveland, and others already crying out because of unemployment and lack of housing facilities.

While considering this subject of immigration it might be well to study also conditions of emigration on the other side.

Austria-Hungary, which before the war was running neck and neck with Italy and Russia in its emigration to the United States, was composed of Germans, Czechs, Slovaks, Magyars, Poles, Croats, Slovenes, Rusins, Rumanians, Dalmatians, Serbs, Jews, Gypsies, and others, ranging in their status from one extreme to the other politically in their beliefs as well as financially. Before the war the largest immigration of a single nationality was from Austria-Hungary—338,452 in 1907. The committee was informed that on a recent date the Polish foreign office alone had applications on hand for 311,000 passports.

#### DISTURBED CONDITIONS ABROAD.

It is hardly within the province of this committee to point out the disturbances and confusions resulting among the populations of the new Governments created within the territory of the old Government of Austria-Hungary—that is to say, Hungary, Austria, Czechoslovakia, part of Poland, part of Rumania, part of Italy, part of Jugoslavia, etc. The committee is inclined to believe the reports that many of these peoples are desirous of emigrating to the United States.

The committee, of course, is without actual information as to the number of people in Germany who desire to leave that country for

the United States when present war restrictions against immigration are ended. The committee has estimates ranging from 2,000,000 to 8,000,000. The committee recognizes, of course, the limitations of steamship transportation.

It is hardly necessary for the committee to call attention to the fact that after a war so great as the recent World War misery and want, distress and starvation beyond description must prevail; and that poverty exists as never before known among civilized peoples. The committee is satisfied, however, that in addition to poverty and political and economic unrest, the reports of the ravages of disease in Central Europe are correct. The committee believes the reports that in Poland alone there exist to-day a quarter of a million cases of typhus, to say nothing of other diseases brought about through distress.

#### SITUATION IN POLAND.

The committee has confirmed the published statements of a commissioner of the Hebrew Sheltering and Aid Society of America made after his personal investigation in Poland, to the effect that "If there were in existence a ship that could hold 3,000,000 human beings, the 3,000,000 Jews of Poland would board it to escape to America."

In the preparation and presentation of this legislation to the House of Representatives the Committee on Immigration and Naturalization has disregarded the statements of a Polish labor commissioner to the effect that 225,000 Hebrews have been furnished this year with funds for passage to the United States. The committee has disregarded all statements that might give a religious bias of any kind to the matter under consideration. It is fair to state, however, that the largest number of Jews coming to the United States before the war in a single year was 153,748 (1906); while during the one month of October, 1920, it is estimated that of the 74,665 immigrants arriving at Ellis Island, more than 75 per cent were of the Semitic race.

Figures available for the fiscal year ending June 30, 1920, show that a very small number of these peoples gave as their reason for coming to the United States the desire to escape religious or political persecution.

The committee did not investigate charges of extensive funds from America passing through agencies in Warsaw and elsewhere. The committee does believe, however, that these funds whether large or small, together with generous contributions made both by government and individuals for the relief of distress in central Europe, combined with the reports which have spread everywhere concerning prospects for certain prosperity and immediate wealth in the United States, all combine to play a part in encouraging the downtrodden of all the war-wrecked countries to sell everything and to pay in their depreciated monies \$120 to \$130 for steerage passage to the United States in addition to \$10 for United States consular visé and registration. The steerage rate on certain ships bringing immigrants from Italy is smaller.

The committee is satisfied that fraudulent passports are being issued, fraudulent visés being charged for by unscrupulous aliens, and that even fraudulent steamship tickets are being sold by the hundreds to the desperate population of many European countries.

The committee has a report from one man, lately returned from central Europe, who says that the situation is as if every person there

was walking through heavy muck with two to three hundred pounds weight on his back, striving to reach some seaport where he might board a ship to the United States. Enough are coming to verify this simile, and already the cries of distress are coming to the Committee on Immigration and Naturalization from the housing committees of several of the great cities, who contend that the newest arrivals from Europe are forced to pile in on unnaturalized alien residents of already overcrowded and unhealthy tenement houses.

American consuls at many places are overwhelmed with applications for visé of passports. For confirmation of this, see Appendix A of this report.

Seventeen steamship agents recently told Hon. F. A. Wallis, commissioner of immigration at Ellis Island, that immigration to the United States had but barely started; that if these companies had ships available they could bring 10,000,000 immigrants in one year's time. This statement does not take into account the possible German immigration due upon the termination of the existing technical state of war. It is idle to estimate whether the number "leaning" toward the United States is two million or ten million.

The two-year suspension proposed in this bill applies to all countries alike, whether in one hemisphere or the other. It permits time for the construction from the ground up of new immigration laws to take the place of those now in existence which have been amended from time to time to meet conditions as they have arisen.

#### EXPLANATION OF SECTIONS OF BILL.

Section 1 deals with definitions.

Section 2 is the two-year suspension, with an allowance of 60 days to take care of those on the seas or who have made a start for the United States.

Section 3 places under passport restrictions all who might otherwise be named under the exemptions of present laws. That is to say, persons whose right to enter the United States never has been and can not now be questioned are permitted by this section to come under regulations identical with those now in existence. The new provision is a renewal every six months of permission to remain within the United States, except in the case of students, whose right to remain in the country is limited to the period of actual study. These provisions conform to provisions of the treaties of the United States with other countries. Various subdivisions of section 3 make passport regulations legal. These regulations are in effect now under the war passport act of May 22, 1918. Congress passed a particular extension of this war passport act, to be effective until March 4, 1921, but this act is not in force for the reason that war conditions still prevail.

#### CITIZENS MAY BRING RELATIVES.

Section 4 gives citizens in the United States a right to bring to the United States their immediate blood relatives without visés on passports after making arrangements in advance with the Commissioner General of Immigration. The literacy test may be abrogated in the case of these relatives. Present laws permit this waiver of the literacy test in many similar cases subject to an age limit. But

why continue a law which says that a father or grandfather, aged 55 or over, may be admitted if illiterate, but that if 54 and illiterate he shall be excluded? Rough estimates indicate that section 4 will not be likely to cause the bringing in of an excessive number of blood relatives of citizens of the United States during the period of suspension. Those who desire to bring relatives must give guaranties as to their ability to support those whom they would bring, and those who come must satisfy all requirements of the law as to health, sanity, morality, etc.

#### EXPERT SKILLED LABOR.

Section 5 continues present law which permits expert skilled labor to be brought to the United States in case similar skilled labor can not be found here.

#### DOMESTIC SERVANTS.

Section 5 also continues present law which permits individuals to bring personal servants from abroad.

#### SOLDIERS.

Section 6 continues the joint resolution of Congress which authorized the readmission of certain aliens who volunteered or were conscripted for service with the military forces of the United States or with cobelligerent forces.

#### CONTIGUOUS TERRITORY.

Section 7 continues present law with relation to temporary admission of otherwise admissible aliens who have resided for one year in the Dominion of Canada, Newfoundland, the Republic of Cuba, or the Republic of Mexico.

#### ENFORCEMENT CLAUSE.

Section 8 provides for the deportation of those who violate sections of this act.

#### LIABILITY OF STEAMSHIP COMPANIES.

Section 9 continues the liability of steamship transportation companies for the return of those brought here in violation of the provisions of this and other immigration laws.

#### FALSE STATEMENTS.

Sections 10 and 11 deal with perjury and false statements in connection with passports, etc.

#### NECESSARY REGULATIONS.

Section 12 gives the Commissioner General of Immigration under the approval of the Secretary of Labor authority to make regulations for the enforcement of this act, and section 13 provides for the enforcement of this act in the Philippine Islands.

#### OTHER IMMIGRATION LAWS.

Section 14 makes this act in addition to and not destructive of various immigration laws heretofore enacted.

## APPENDIX A.

DEPARTMENT OF STATE,  
CONSULAR SERVICE,  
Washington, December 4, 1920.

MY DEAR MR. JOHNSON: In accordance with your request of this morning it gives me great pleasure to send you herewith paraphrases of statements in regard to immigration received from officers of this Government who have visited the countries mentioned. I hope you will find the data of value in connection with the presentation of your bill to Congress.

Very sincerely, yours,

WILBUR J. CARR.

HON. ALBERT JOHNSON,  
Chairman Committee on Immigration,  
House of Representatives.

## AUSTRIA.

*Vienna.*—Sixty per cent of the present emigrants are of the Jewish race, 20 per cent are of the German race, and 20 per cent of other races. The favorite occupation of these emigrants is merchant or clerk.

## FRANCE.

*Tunis.*—Mostly poverty-stricken, often illiterate, Sicilians and Maltese laborers and families, migrating to better their condition; day laborers, mechanics, masons, joiners, and similar workers and dependents.

## GERMANY.

*Berlin.*—It is estimated that 2,000,000 Germans desire to emigrate to the United States if passport restrictions are removed.

The Germans who proceed to the United States are not of the most desirable class, due to the fact that military service is at present in most cases an absolute bar. Most of those who receive permission to leave for the United States are the aged parents of American citizens or minor children. The wives of declarants who are now permitted to proceed are almost always of the lower classes. The Poles, Austrians, and nationals of the different new Russian States who apply for visas are as a rule of the most undesirable type of emigrant. They are usually traders who only increase the number of middlemen or if they work usually go into sweatshops.

## GREECE.

*Athens.*—A great majority of the emigrants to the United States from this district are of the peasant class and represent a low form of unskilled labor. Very few of them have any trade. From this number should be excluded a certain proportion who have been in the United States and other countries and who have there learned a trade, and who have raised themselves in the social scale to being proprietors of small shops, etc.

## ITALY.

*Catania.*—A large proportion of aliens from this district going to the United States are inimical to the best interests of the American Government. This is not due to any bolshevist or communist tendency on their part, but to their standard of living and their characteristics, which render them unassimilable.

Practically all the emigrants from this district are of the peasant class. For the most part they are small in stature and of a low order of intelligence. The men have all been engaged in agriculture and belong largely to the class which furnishes the unskilled day laborers in the United States.

*Florence.*—The only really effective way of eliminating those inimical to American interests from aliens coming to America from a country so honeycombed with socialistic ideas and activities of every degree as Italy would be to suspend emigration altogether.

*Turin.*—According to reports of steamship agents the present unrest in Italy, and the recent seizure of all metallurgical establishments by the workmen, have had a serious effect upon the population, an increasing number of which desire to emigrate as soon as steamship accommodations can be found. Agents state that 75 per cent of those asking for tickets desire to go to the United States.

## NETHERLANDS.

*Rotterdam.*—The great mass of aliens passing through Rotterdam at the present time are Russian Poles or Polish Jews of the usual ghetto type. Most of them are more or less directly and frankly getting out of Poland to avoid war conditions. They are filthy un-American and often dangerous in their habits.

## POLAND.

*Warsaw.*—Concerning the general characteristics of aliens emigrating to the United States from Poland and the occupation or trade followed by them reports indicate such to be substantially as follows:

- (a) Physically deficient:
  - (1) Wasted by disease and lack of food supplies.
  - (2) Reduced to an unprecedented state of life during the period of the war, as the result of oppression and want.
  - (3) Present existence in squalor and filth.
- (b) Mentally deficient:
  - (1) Illy educated, if not illiterate, and too frequently with minds so stultified as to admit of little betterment.
  - (2) Abnormally twisted because of (a) reaction from war strain, (b) shock of revolutionary disorders, (c) the dullness and stultification resulting from past years of oppression and abuse.
  - (c) Economically undesirable:
    - (1) Twenty per cent is given as a round and generous estimate of productive laborers among present applicants for visas. This estimate is meant to include workers, or those who may be expected to become workers, from both sexes. The remaining percentage may be expected to be a drain on the resources of America for years.
    - (2) Of the 50 per cent of emigrants from Poland who may be termed efficient, 40 per cent—of the total number of immigrants—will enter a trade as a middleman, not a producer. These will thrive on the efforts of their associates.
    - (3) The productive labor, small percentage as it is, will be found in America in the sweat shops in the large centers of population. It is decidedly not agricultural, but urban in character. In this report female applicants as housewives, etc., are of course termed as efficient.
  - (d) Socially undesirable:
    - (1) Eighty-five to ninety per cent lack any conception of patriotic or national spirit. And the majority of this percentage is mentally incapable of acquiring it.
    - (2) Seventy-five per cent or upward will congregate in the large urban centers, such as New York or Baltimore, and add to undesirable congestion, already a grave civic problem.
    - (3) Immigrants of similar class are to be found already in the United States who, taken as a class and not individually, have proved unassimilable.
    - (4) All Europe is experiencing in the reaction from the war a corruption of moral standards. This may even be most noticeable in Germany. The introduction of these lowered standards can not fail but have its evil influence in the United States.
    - (e) At the moment, 90 per cent may be regarded as a low estimate of the proportion representing the Jewish race among emigrants to America from Poland.
    - (f) The unassimilability of these classes politically is a fact too often proved in the past to bear any argument.

## EXTRACTS FROM REPORTS OF OFFICERS WHO HAVE VISITED POLAND.

*Report of March 3.*—A large number of people are endeavoring to proceed to the United States regardless of travel and other difficulties. The majority of these people belong to the undesirable classes; that is, those who are prone to congregate in the large cities, and from whom the present type of political and labor agitators are drawn. These do not belong to the good classes of agricultural and factory workers.

*Report of April 6.*—Approximately 100,000 persons are desirous of immediately leaving Poland for the purpose of coming to the United States. Ninety-five per cent of these persons are of the very lowest classes of the country and are considered to be thoroughly undesirable. Many of these persons have trachoma and other quarantinable diseases and come from typhus-infected areas. They are filthy and ignorant and the majority are verminous. Persons who come in contact with these prospective emigrants are obliged, owing to their insanitary condition to take the greatest precautions to avoid contamination. There is a grave menace to other parts of Europe because persons from typhus-infected areas travel to European ports. The strictest quarantine regulations should be observed for emigrants from Poland.

To permit large numbers of such persons with such characteristics to enter the United States is believed to be a dangerous policy, inasmuch as it is impossible to determine the attitude of these persons toward orderly government owing to the present political and social unrest in this part of Europe. There appears to be under the present serious circumstances no adequate reason for the voyage to the United States of other than commercial men and of wives with or without young children whose husbands are already in this country.

*Report of April 10.*—Outbreak of cholera this spring and summer anticipated. Typhus situation is a menace to travel.

*Report of May 15.*—Typhus conditions have shown little, if any, improvement. Some organizations interested in sending certain classes of Polish citizens to United States are objecting to quarantine restrictions, and are endeavoring to avoid these regulations through transshipment through other countries. Some emigrants are objecting to certain sanitary provisions, such as removal of beards and clipping of hair.

*Report of May 17.*—One immigrant aid society, which has offices in Poland, is said to be planning to send 250,000 emigrants of one race alone, the Jewish, to the United States within the next three years.

The increase of emigration from Poland raises two important questions for the United States—first, public health, and, second, public safety. Many bolshevik sympathizers are in Poland. It is difficult through visé control to keep out the undesirables.

*Report of June 28.*—Reports indicate 34,538 cases of typhus in Galicia and Poland in 1916, 43,480 in 1917, 97,082 in 1918, 232,206 in 1919, and the first two months of 1920, 46,500. Typhus situation in Poland shows little improvement despite active campaign against it. Refugees from infected regions in Russia are constantly pouring into Poland. Unconfirmed report shows that 8 per cent of the population of the city of Zitomir, Ukraine, died of typhus between January and April, 1920.

*Report of July 11.*—All emigrants who pass through Danzig are decidedly inferior type, physically, mentally, and morally, and because of their insanitary habits constitute a menace to the health of all with whom they come in contact.

*Report of July 11.*—Crowds collecting in Warsaw for the purpose of procuring necessary papers to enable them to emigrate are alleged to be a menace to the health of Warsaw.

It is alleged that one of the reasons for the remarkable increase in the number of intending emigrants from Poland to the United States may be found in the activities of representatives at Warsaw of American immigrant aid societies, who are reported to have aided the emigrants to obtain passports, to have arranged for special care on trains to ports of departure, to have negotiated with steamship companies for ships to intermediate ports, and special trains to connect with the trans-Atlantic liners.

*Report of October 1.*—It is estimated that 350,000 Polish subjects of the Hebrew race alone who are anxious to proceed to the United States for the purpose of joining relatives or for other reasons. Another estimate places the figure of those who will attempt to reach the United States during the next three years at 5,000,000. Crowds estimated at 6,000 have at times waited before the Warsaw consulate to obtain visés. It is impossible to overestimate the peril of the class of emigrants coming from this part of the world, and every possible care and safeguard should be used to keep out the undesirables.

#### RUMANIA.

*Bucharest.*—Possibly 10 per cent of applicants are Rumanians from Transylvania or the Old Kingdom. The remainder are Jews, mostly from Bessarabia and Bukovina, practically all, except women and children, being petty merchants or salesmen. It should also be noted that the proportion of men emigrating is increasing and that not a few are probably fugitives from Rumania who have managed to obtain Rumanian passports. Ninety per cent of applicants are Jews of both sexes and all ages.

#### SWITZERLAND.

*Berne.*—The stagnation of industry, the general economic situation, and the enormous increase in taxation consequent on the expenses incurred during the war, together with fear of social unrest, is sufficient to account for the desire of the Swiss agriculturist, laborer, or business man to seek relief beyond the sea.

## TURKEY.

*Constantinople.*—The emigrants from this part of the world are exclusively raw laborers, waiters, and servants who are intellectually incapable of being dangerous. Never having enjoyed the right to participate in governing themselves, they are politically colorless and controlling them is largely a matter of making sure that they can pass the literacy test and the physical examination in order that they may not incur the expense of a journey to the United States only to be deported.

## APPENDIX B.

The text of the bill, H. R. 14461, is as follows:

[H. R. 14461, Sixty-sixth Congress, third session.]

A BILL To provide for the protection of the citizens of the United States by the temporary suspension of immigration, and for other purposes.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That as used in this act—*

The term "United States" means the United States and any waters, territory, or other place subject to the jurisdiction thereof except the Isthmian Canal Zone; but if any alien, or any alien seaman, leaves the Canal Zone or any insular possession of the United States and attempts to enter any other place under the jurisdiction of the United States nothing contained in this act shall be construed as permitting him to enter under any other conditions than those applicable to all aliens, or to all alien seamen, respectively.

The term "immigration act" means the act of February 5, 1917, entitled "An act to regulate the immigration of aliens to, and the residence of aliens in, the United States"; and the term "immigration laws" includes such act and all laws, conventions, and treaties of the United States relating to the immigration, exclusion, or expulsion of aliens; and

The word "alien" includes any person not a native-born or naturalized citizen of the United States, but this definition shall not be held to include Indians of the United States not taxed nor citizens of the islands under the jurisdiction of the United States.

SEC. 2. Except as otherwise provided in this act, from 60 days after the passage of this act, and until the expiration of two years next after its passage, the immigration of aliens to the United States is prohibited, and during such time it shall not be lawful for any alien to come from any foreign port or place, or, having so come, to remain within the United States.

SEC. 3. (a) Section 2 shall not apply to otherwise admissible aliens lawfully resident in the United States, nor to otherwise admissible aliens of the following status or occupations, when complying with the requirements of this section and with all other provisions of the immigration laws:

- (1) Government officials, their families, attendants, servants, and employees;
- (2) Travelers or temporary sojourners for pleasure, business, or curiosity, who may enter the United States during the time of suspension of immigration for a period not exceeding six months each, which period may be extended in individual cases by the Secretary of State;
- (3) Bona fide students who may enter the United States solely for the purpose of study at educational institutions particularly designated by them; and upon graduation, completion, or discontinuance of studies they shall not be entitled to remain in the United States.

(b) An alien belonging to one of the classes or persons enumerated in subdivision (a) shall be permitted to enter the United States only upon presentation of a valid passport or other official document in the nature of a passport (hereinafter referred to as a passport) satisfactorily establishing his identity, nationality, and to which of the classes so enumerated he belongs, together with a signed and certified photograph of the bearer attached. A wife, or a female child under twenty-one years of age, or a male child under sixteen years of age, may be included in the passport of a husband or parent, but a photograph of each must be attached to the passport. Each male child sixteen years of age or over must carry a separate passport.

(c) Each such passport must be viséed by an American consulate, or a diplomatic mission if specially authorized, in the country from which the holder starts on his trip to the United States, and if such country is not the country to which he owes

allegiance the passport must also be viséed by a diplomatic or consular officer therein of his own country. In all cases the passport must also be viséed by an American consulate, or the diplomatic mission if specially authorized, in the country from which the alien embarks for the United States, or if he comes by land, the country by which he enters the United States.

(d) Each alien coming within the provisions of this section, except a duly accredited government official, must furnish to the American diplomatic or consular officer who visées the passport in the foreign country from which he starts on his trip to the United States, and to the American authorities at the port of entry or elsewhere in the United States, a written declaration setting forth: (1) The date and place of the bearer's birth; (2) the nationality and race of his father and mother; (3) the place of the bearer's last foreign residence and the other places, if any, where he has resided within the past five years; (4) if he has ever been in this country, the dates and objects of his visits and the places and addresses where he resided or sojourned; (5) the date set for his departure for the United States, the port of embarkation, and the name of the ship on which he is to sail, if he goes by water; (6) names and addresses of persons acquainted with the applicant in the country from which he starts and in the United States, if any; (7) the expected duration and object of his proposed visit to this country, the documentary or other proofs of such objects submitted, and the place or places in the United States where he expects to sojourn or reside; (8) that the bearer knows and understands the provisions of the immigration laws, excluding certain classes of aliens from the United States, and is certain that he does not fall within any of such classes; (9) that the bearer understands that if, on arrival at a port of the United States, he is found to be a member of a class excluded by the immigration laws, he will be deported if practicable, or, if for any reason deportation should be found to be impracticable, will be held in detention in an immigration station or other place of confinement, and that he is, with full understanding thereof, assuming all risks involved in a possible return trip in consequence of being rejected under such law.

(e) A wife or minor child who does not expect to reside with the husband or father in the United States must carry a separate declaration.

(f) Each declaration must be affirmed or sworn to before a consular officer, or a diplomatic officer of the United States if specially authorized, and signed in triplicate, and a photograph of the declarant must be attached to each copy with an impression of the official seal. The declaration must be made at least two weeks before the date of intended departure, except in cases of extraordinary emergency. One copy of the declaration must be filed in the embassy, legation, or consulate by which the passport is first viséed, one copy forwarded immediately to the Commissioner of Immigration or inspector in charge at the port of entry by which the declarant expects to enter the United States, and one copy fastened to the passport of the declarant in such a way that it may be removed upon his departure from the United States. The copy last mentioned must be presented with the passport to the official at the port of entry into this country who examines passports, and to the immigration official who inspects the holder, and to such other officials in the United States as may be authorized to inspect such documents.

Sec. 4. (a) A citizen of the United States twenty-one years of age or over, who is a resident of the United States, may, under regulations prescribed by the Secretary of Labor, apply to him for permission to bring into the United States or send for an otherwise admissible parent, grandparent, unmarried son under twenty-one years of age, unmarried or widowed daughter, grandson under sixteen years of age whose father is dead, or unmarried or widowed granddaughter whose father is dead; and any alien who has declared, in the manner provided by law, his intention to become a citizen of the United States, and who is a resident of the United States, may make like application in reference to an otherwise admissible husband or wife, unmarried son under twenty-one years of age, or unmarried or widowed daughter.

(b) If the Secretary of Labor is satisfied that the entry into the United States of such relative would not be in violation of the immigration laws, and that such relative is likely to prove a desirable resident of the United States, he may issue a permit to the applicant, under such regulations as he may prescribe, which shall authorize the immigration officers at the port of entry to examine such relative upon arrival at such port. Thereafter the right of such relative to admission shall be as provided by the immigration laws, except that it shall not be subject to the act entitled "An act to prevent in time of war departure from and entry into the United States, contrary to the public safety, approved May 22, 1918," or to the provisions of any proclamation, order, rule, or regulation made thereunder, and except that the literacy test may, in the discretion of the Secretary of Labor, be waived in the case of such relative.

Sec. 5. Nothing in section 2 shall be held to prevent the importation of skilled labor under the conditions prescribed in the fourth proviso to section 3 of the immigration act, nor to the importation of persons employed as domestic servants.

SEC. 6. Nothing in this act shall be held to repeal the provisions of the joint resolution approved October 19, 1918, entitled "Joint resolution authorizing the readmission to the United States of certain aliens who have been conscripted or who have volunteered for service with the military forces of the United States or cobelligerent forces," or any amendment thereto.

SEC. 7. During the period of suspension provided for in section 2 otherwise admissible aliens who have resided continuously in the Dominion of Canada, Newfoundland, the Republic of Cuba, or the Republic of Mexico for at least one year, and who are not persons of the classes hereinbefore exempted, may be temporarily admitted, for a period not exceeding six months, from such countries, under such rules governing entry, inspection, temporary stay, and departure as may be prescribed by the Commissioner General of Immigration, with the approval of the Secretary of Labor.

SEC. 8. Any alien who at any time after entering the United States is found to have been at the time of entry not entitled under this act to enter the United States, or to have remained therein for a longer time than permitted under section 3 or section 7, shall be taken into custody and deported in the manner provided for in sections 19 and 20 of the immigration act.

SEC. 9. The provisions of sections 18 and 20 of the immigration act, assessing a penalty for failure or refusal to accept, to detain, or guard safely, to return, and to transport to foreign destination aliens excluded or expelled from the United States, or to pay maintenance and deportation expenses of aliens, or for making any charge for the return of excluded or expelled aliens, or for taking any security for the payment of such charge, or for taking any consideration from aliens to be returned in case of landing, or for bringing to the United States any deported aliens within a year from date of deportation without the consent of the Secretary of Labor, shall apply to and be enforced in connection with the provisions of this act relating to the exclusion or expulsion of aliens.

SEC. 10. Willfully to give false evidence or swear to any false statement in connection with the enforcement of this act shall constitute perjury as such offense is defined in section 16 of the immigration act; and the provisions of sections 16 and 17 of the immigration act, prescribing methods of procuring evidence concerning aliens, and defining offenses and prescribing punishments therefor, shall apply to and be enforced in connection with the provisions of this act.

SEC. 11. Any person who substitutes any name for the name written in any document herein required, or any photograph for the photograph attached to any such document, or forges or in any manner alters any such document, or falsely personates any person named in any such document, or issues or utters any forged or fraudulent document, or presents to an immigrant inspector or other Government official any forged or fraudulent document, and any person other than the one to whom there has been duly issued any document prescribed by this act who presents to an immigrant inspector or other Government official any such document, shall be guilty of a felony and upon conviction thereof shall be fined in a sum not exceeding \$1,000 or be imprisoned for a term of not more than five years, or both.

SEC. 12. The Commissioner General of Immigration shall, with the approval of the Secretary of Labor, issue such regulations, not inconsistent with law, as may be deemed necessary and appropriate to place this act in full force and operation (except that regulations for the viséing of passports under sec. 3 shall be made by the Secretary of State. Such regulations shall include special rules for the application of this act to the cases of aliens coming to the United States from or through contiguous foreign territory, and to the cases of aliens entering across the land boundaries for temporary stay or at frequent intervals; also special rules to insure that the provisions of this act, of the immigration act, or of any law, convention, or treaty relating to immigration shall not be violated by aliens arriving at ports of the United States employed on vessels as seamen, and that, at the same time, the enforcement of such laws shall not interfere with the operation of the act approved March 4, 1915, entitled "An act to promote the welfare of American seamen in the merchant marine of the United States, to abolish arrest and imprisonment as a penalty for desertion, and to secure the abrogation of treaty provisions in relation thereto, and to promote safety at sea.")

SEC. 13. This act shall be enforced in the Philippine Islands by officers of the general government thereof, unless and until it is superseded by an act passed by the Philippine Legislature and approved by the President of the United States to regulate in the Philippine Islands the subjects covered hereby, as authorized in the act entitled "An act to declare the purpose of the people of the United States as to the future political status of the people of the Philippine Islands, and to provide a more autonomous government for those islands," approved August 29, 1916.

SEC. 14. The provisions of this act are in addition to and not in substitution for the provisions of the immigration laws.

○

## TEMPORARY SUSPENSION OF IMMIGRATION

---

DECEMBER 8, 1920.—Ordered to be printed.

---

Mr. SIEGEL and Mr. SABATH, from the Committee on Immigration and Naturalization, submitted the following

### MINORITY VIEWS.

[To accompany H. R. 14461.]

The undersigned members of the Committee on Immigration and Naturalization dissent from the report of the majority of the committee on H. R. 14461. The bill was introduced on Monday, December 6, 1920. Although there was a desire for a hearing in opposition to this measure, and an opportunity was asked for the presentation of facts bearing thereon, a hearing was refused. The report of the majority of the committee favoring the enactment of this bill only became accessible to us on Tuesday, December 7, 1920. In the short time that has been allotted for the presentation of the minority report we are therefore constrained to present our objections with extreme brevity and are of necessity limited in the presentation of facts.

The purpose of the bill is to prohibit practically all immigration for a period of two years. This is so drastic a change in the historic policy of the United States as to be startling. Immigration practically began a century ago. During that time the doors of opportunity have been kept open. Men and women of various nationalities have been welcomed here and they have become incorporated in our population. Without them the United States would not have reached the development of its resources or that degree of prosperity that has been achieved. They have added valuable elements to American citizenship. It is well known that a large proportion of Americans are either immigrants or the descendants of immigrants of the first and second generations.

They will be found among the leaders in the commercial, industrial, and professional activities of the United States. The ranks of labor, skilled and unskilled, have been recruited by them. They have added intellectual, moral, and spiritual values as well. They have done their share in the national defense. During the Civil War

they fought for the preservation of the Union, and during the great conflict that has just been waged they constituted a large proportion of those who served in our Army and Navy.

From August, 1914, until the present year immigration was practically suspended because of the war and of the lack of transportation. Although the exact data are not at this moment accessible to us, it will be found that during the same period emigration from the United States reached a very high figure, so that covering a period of six years the number of emigrants from the United States about equaled the number of immigrants. In the meantime the demand for man power in practically all of the American industries has greatly increased and can not be met except through the medium of immigration, particularly that of unskilled labor.

There is, therefore, no occasion for the extraordinary haste manifested in the attempt now made to enact this prohibitory measure without giving to it the consideration and deliberation that its importance demands. Nothing can be more unfortunate than legislation inspired by hysteria.

The majority report shows that it was not until July, 1920, that there developed a perceptible flow of immigration. Much is made of the fact that in that month the number of immigrants arriving at Ellis Island was 55,900, in August 57,874, in September 70,052 and in October 74,665. As against these arrivals the departures in September were 35,689 and in October 25,597. These are not abnormal figures. The total immigration from January 1 to December 1, 1920, was 840,509. The total number of departures from the United States during the same period was 366,915. The net immigration, therefore, during the period of 11 months was 473,594. Prior to 1914 there were a number of years in which the net immigration exceeded 1,000,000, and there was no difficulty in absorbing this influx.

The majority have, in their report, as we believe, unfairly selected three days for the purpose of showing that on them a large number of immigrants arrived at Ellis Island. That is not a proper test. But even if it were indicative of the average number of arrivals, which it certainly is not, the total number per annum would not exceed the number of immigrants arriving here annually for a series of years prior to 1914.

Apparently the committee was impressed by the fact that, when it visited Ellis Island on a recent occasion, it was found that the number of inspectors stationed there was insufficient to attend to the immigrants with sufficient expedition and that as a result there was a congestion of aliens. The remedy for this state of affairs, that has frequently been called to the attention of Congress, is not to prohibit immigration. It is rather to improve the administration of our existing immigration laws. Long before the war it was well known that the number of inspectors, examining physicians, clerks, and interpreters was inadequate, that the compensation that was paid to those who had been provided was insufficient to procure the high degree of efficiency called for by the duties imposed by the law. The bill as reported makes no attempt to relieve these conditions. No consideration is given even to the subject of creating a sufficient staff of inspectors and physicians to serve along the Canadian and Mexican borders. There are 76 points of entry along our northern

boundary. There are only 23 examining physicians there at the present time to perform the duties imposed upon them by the statute, although it is estimated that 12,000,000 are passing to and from Canada annually.

As bearing on the subject of administration, one of the subscribers has for a long time urged the abolition of the office of commissioner of immigration at Ellis Island and the assignment there of an Assistant Secretary of Labor, in order that appeals may be promptly passed upon. The delays that are now occasioned because of the loss of time in transmitting appeals to Washington are intolerable. They are unfair to the Government as well as to the immigrants. By adopting the plan proposed, much of the existing congestion could be eliminated and substantial economies introduced. It is obvious that under the existing methods a considerable clerical force is required, both at Ellis Island and in Washington, to attend to the correspondence occasioned by the appeals taken that might otherwise be dispensed with.

There has been and is no reason for the inadequate policy of administration at Ellis Island that has been pursued in the past and for necessitating the transaction of business there in a manner which is necessarily inefficient because of the lack of inspectors and physicians. Under the present law it is contemplated that every immigrant shall be examined by two physicians, but in a large number of cases this can not be done because of the lack of an adequate staff. Congress has failed to make the necessary appropriations, overlooking the fact that the United States has collected in head taxes in the past nine years from the immigrants that have arrived here approximately \$11,000,000 in excess of all appropriations heretofore made by Congress for the enforcement of the immigration laws, including all administration expenses. The theory on which the head taxes have been levied has been that they should be devoted to an effective supervision of the arriving immigrant and to his protection against exploitation.

The reason for the increased head tax was to effectuate these purposes.

Yet the immigrants have been made the source of revenue without regard to the crying need for improved methods of administration.

The majority report calls attention to the fact that many of the new immigrants are not such as might go to the farms and that a large proportion of them were bound for cities. The exclusion of these immigrants would not tend to solve the problem of urban and rural distribution. That affects our present population as much as it would any increase in our population due to immigration. The subject is one that requires careful and scientific study. It can not be disposed of by the rule of thumb. The committee has not attempted to enter upon such a study. On the same theory all of our problems might be met after a fashion by a policy of prohibition. It is intimated in the majority report that in some of the cities named there is unemployment and a lack of housing facilities. There is no evidence to warrant the statement that a state of unemployment exists except sporadically or voluntarily. On the contrary there is everything to indicate that there is sufficient opportunity for employment for those who desire it, throughout the country. So far as

housing facilities are concerned, there is every indication that the artificial restraints against building that have to a large measure been the cause for such dearth of housing as has existed are rapidly disappearing, and to some extent will be diminished through immigration.

The majority report refers to estimates that have been made that from 2,000,000 to 8,000,000 Europeans are seeking to migrate to the United States. There is nothing in the report or otherwise to warrant these estimates. It is well known that men are given to exaggeration. Congress should not act on this kind of evidence. A man seated at his desk in Washington or New York, ignorant of European conditions, can just as easily estimate the number of immigrants at 10,000,000 in a single year as at one tenth that number. The utter absurdity of the estimates is, however, apparent on its face, and the majority report very properly refers to it as "idle."

The majority report is especially unfortunate in its references to the number of Jewish immigrants arriving in this country. Classification according to the religion or race of immigrants is without justification. It is opposed to that Americanism that prevailed in the past. The data contained in Appendix A attached to the report are at the most ex parte statements very likely based upon information furnished by prejudiced and unfriendly local authorities.

The inaccuracy of the generalizations becomes at once apparent to those familiar with conditions. Speaking of the immigrants from Poland, it is said "that immigrants of similar class are to be found already in the United States who, taken as a class and not individually, have proven unassimilable." The splendid record and conduct of the 3,000,000 of immigrants of that nationality who are now in this country amply refute that charge.

While it is true that, since last July, a considerable number of immigrants have come to the United States from Eastern Europe, that is due to the fact that, before the outbreak of the European war, members of the families of these immigrants, in many instances the head of the household or the supporting member of the family, had come to this country for the purpose of establishing a home, with the expectation of having the members of the family who had been left abroad rejoin them as soon as it was practicable. The intervention of the war made this impossible until communication was once more restored. As soon as that occurred there was a laudable effort on the part of the members of the family who had arrived in this country to bring about a reunion of the broken family circles. Hitherto this practice has been encouraged. It has been regarded as in the public interest. The majority report, however, seeks to decry this natural demonstration of love and affection, of duty and humanity.

It is insinuated that a Polish labor commissioner has stated that 225,000 Jews "have been furnished this year with funds for passage to the United States." If the inference is sought to be deduced that any moneys have been thus supplied in violation of the immigration laws, it is utterly unfounded. We are reliably informed that no moneys have been sent abroad except by members of the family residing in the United States to those of the same family residing abroad, in order to enable the latter to be reunited with those who had legitimately come to the United States in advance. To forbid

such action would not only be brutal, but would not be tolerated by any right-thinking citizen. If there has been any violation of the law, it can be easily ascertained and prosecuted. We are confident, however, that the most careful investigation would disclose that whatever has been done for the relief of the distressed in eastern Europe has been most laudable. It would be a sorry day in American history if our country, that has heretofore been an asylum for the persecuted, were to slam its doors in the faces of those who have been and continue to be the victims of oppression, persecution, and discrimination in the lands in which they live. When the literacy test was adopted, an exception was made as to its application in the cases of those who were subjected to discriminatory laws and regulations, as well as to overt acts of persecution because of their race and religion.

✓ A reading of the majority report would lead one to believe that this truly American policy is to be departed from and that the very fact that a people has been subjected to suffering of an unexampled character should be made the basis of adverse legislation. Thus the majority has called attention to the fact that 80 per cent of the passengers coming on the steamship *Rotterdam* and 90 per cent of those coming on the *New Rochel* are Jews. We are creditably informed that is due to the fact that those steamers sailed from ports which were accessible to the Jews coming from the various parts of Poland; just as the immigrants arriving on steamers leaving from Italian ports bring Italians, and those from Scandinavian ports those of Scandinavian descent. ✓ Representative Siegel had occasion to speak to many of the immigrants arriving on the *Rotterdam* in the presence of three other members of the committee. He found that practically all of them were women and children who were coming to this country to rejoin the heads of their families and other near relatives in the United States. The children were especially intelligent and would unquestionably within a very brief period be thoroughly assimilated.

✓ The allusions to the Jews contained in the majority report are offensive, although we can not believe that they are intentionally so.

✓ We would not refer to these allusions were it not for the fact that they have a tendency to create in this country an atmosphere of prejudice against all immigrants and because of the further fact that there has recently been conducted a secret and malicious propaganda designed to arouse prejudice against the Jews in various parts of the United States.

✓ We point to the fact that although the Jewish population of the United States does not exceed 3,000,000, not less than 225,000 Jews served in the Army and Navy of the United States during the late war, thus supplying a quota much greater than their numbers would have required. They served honorably and faithfully. Jews of New York composed the "Lost Battalion," which achieved immortality in the Forest of Argonne.

At the time war was declared many of the advocates of the proposed legislation feared that on account of the numerous races and nationalities in America we would not present a united front to the common enemy. The war showed that although there might have been newcomers from Italy, Poland, Ireland, Czechoslovakia, and many other European countries they had become fighting Americans. They entered each battle determined to win. They

fought side by side with the native born and demonstrated their loyalty to their adopted country.

We are opposed to this bill because it is based on unsound premises, because it is unnecessary, and because it will inevitably prove injurious to the public welfare. The creation of such a precedent as it affords will tend to legislation productive of isolation and to the retardation of our national growth.

So far as the national prosperity of the country is concerned, this bill is bound to injure the mass of our workers who are skilled. It is admitted by every fair-thinking American that what we need in this country is the so-called common labor. Again, the average American does not compete with what we call the unskilled laborer. Most of the work requiring the exertion exclusively of brawn and muscle has been furnished chiefly by the immigrant. Under this bill the unskilled laborer will not be allowed to enter. The skilled laborer can come in. This is a fact which should interest every employer and employee, as we know that the skilled laborer will not desert his position in order to do unskilled work. Where the unskilled worker is to come from will become a serious problem, should the bill pass.

The bill is likewise objectionable in that section 4, which is intended to permit certain persons to be brought into the United States, provides that only a citizen of the United States 21 years of age or over who may secure such permission under regulations prescribed by the Secretary of Labor, and then he is permitted only to bring his parent, grandparent, an unmarried son under 21 years of age, an unmarried or a widowed daughter, a grandson under 16 years of age whose father is dead or unmarried, or a widowed granddaughter whose father is dead. It does not even allow him to bring his wife.

The bill is further objectionable in that it makes the Secretary of Labor the sole judge as to whether a person shall be admitted. He must be satisfied that the relative is likely to prove a desirable resident of the United States, and in that event he may issue a permit to the applicant under such regulations as he may prescribe which shall authorize the immigration officers at the port of entry to examine such relative upon arrival at such port. In other words, instead of creating a legislative standard of admission, the entire subject of admission becomes one of special favor. If there is anything that should be avoided in American legislation it is that of making the right to enter the United States a matter of discretion on the part of an administrative officer instead of a matter to be regulated by the Congress of the United States.

ISAAC SIEGEL.  
ADOLPH J. SABATH.